

## APPENDIX F

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### HISTORICAL BUDGET DATA

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The budget policies of the federal government and the role of the budget in the national economy have changed in many ways over the past 25 years. Examining historical trends in revenues, outlays, and federal debt and comparing them with projected levels provide a framework for analyzing some of these changes. Actual budget data for fiscal years 1962 through 1986, both in nominal dollars and as a percent of gross national product (GNP), are provided in Tables F-1 through F-8.

Federal revenues, outlays, deficit or surplus, and debt held by the public are shown in Tables F-1 and F-2. Revenues and outlays contain both on- and off-budget components. All federal government receipts and outlays are on-budget except those for Social Security, which appear off-budget. Social Security is excluded from the on-budget aggregates under provisions of the Balanced Budget and Emergency Deficit Control Act of 1985. The act specifies, though, that the total deficit--including Social Security--be considered in determining whether the federal government is likely to exceed the statutory deficit targets. The amount of the total deficit is also critical in establishing the federal government's borrowing requirements. Debt held by the public represents the amount borrowed by the federal government over the years, and it increases each year by roughly the amount of the total deficit.

The major sources of federal revenue (including off-budget revenues) are presented in Tables F-3 and F-4. These sources are individual and corporate income taxes, social insurance taxes and contributions, excise taxes, estate and gift taxes, customs duties, and miscellaneous receipts. Social insurance taxes and contributions include employer and employee contributions for Social Security, Medicare, Railroad Retirement, unemployment insurance, and pension contributions by federal workers. Excise taxes are levied on certain products and services, such as gasoline, alcohol, and air travel. Since 1980, excise taxes have included windfall profit taxes on domestic oil producers. Miscellaneous receipts consist mainly of deposits of earnings by the Federal Reserve System.

Total on- and off-budget outlays for major spending categories are shown in Tables F-5 and F-6. These categories are national defense, entitlements and other mandatory spending, nondefense discretionary spending, net interest, and offsetting receipts.

**National defense and net interest** are identical to the budget functions with the same titles (budget functions 050 and 900, respectively). The historical data for national defense have been adjusted to include imputed accruals for military retirement and are consistent with the definition of national defense used in the baseline projections.

**Entitlements and other mandatory spending** include programs for which spending is governed by laws making all who meet certain requirements eligible to receive payments. (Additional detail on entitlement spending is found in Tables D-7 and D-8). Many entitlement programs require that recipients have incomes below a certain level. The largest such means-tested program is Medicaid. Other means-tested entitlements include Food Stamps, Aid to Families with Dependent Children, and Supplemental Security Income.

Most entitlement programs are not means-tested--Social Security and Medicare being the largest such programs. Other retirement and disability programs include federal civilian and military retirement, Railroad Retirement, payments to disabled coal miners, and several smaller programs. Unemployment compensation, another non-means-tested program, is especially large during recessions, such as the one in 1981 and 1982. Other non-means-tested entitlements include farm price supports, general revenue sharing, revolving funds such as the Federal Deposit Insurance Corporation, and a large number of smaller trust funds.

**Nondefense discretionary spending** consists of all programs, other than defense and entitlements, controlled through the appropriation process. Examples include most direct federal spending for energy, the administration of justice, foreign economic and military aid, space, and natural resources. Federal grants-in-aid to state and local governments for transportation, education, housing, and community development are also considered to be discretionary.

**Offsetting receipts** include the federal government's contribution toward employee retirement, fees and charges such as Medicare premiums, and receipts from the use of federally controlled land and offshore territory. The bulk of these receipts from the use of federal property are rents and royalties from oil, gas, and other mineral development and proceeds from timber and power sales.

TABLE F-1. REVENUES, OUTLAYS, DEFICITS, AND DEBT  
HELD BY THE PUBLIC, FISCAL YEARS 1962-1986  
(In billions of dollars)

Fiscal Year	Revenues			Outlays			Deficit (-) or Surplus	Debt Held by the Public
	On- Budget	Off- Budget	Total	On- Budget	Off- Budget	Total		
1962	87.4	12.3	99.7	93.3	13.5	106.8	-7.1	248.4
1963	92.4	14.2	106.6	96.4	15.0	111.3	-4.8	254.5
1964	96.2	16.4	112.6	102.8	15.7	118.5	-5.9	257.6
1965	100.1	16.7	116.8	101.7	16.5	118.2	-1.4	261.6
1966	111.7	19.1	130.8	114.8	19.7	134.5	-3.7	264.7
1967	124.4	24.4	148.8	137.0	20.4	157.5	-8.6	267.5
1968	128.1	24.9	153.0	155.8	22.3	178.1	-25.2	290.6
1969	157.9	29.0	186.9	158.4	25.2	183.6	3.2	279.5
1970	159.3	33.5	192.8	168.0	27.6	195.6	-2.8	284.9
1971	151.3	35.8	187.1	177.3	32.8	210.2	-23.0	304.3
1972	167.4	39.9	207.3	193.8	36.9	230.7	-23.4	323.8
1973	184.7	46.1	230.8	200.1	45.6	245.7	-14.9	343.0
1974	209.3	53.9	263.2	217.3	52.1	269.4	-6.1	346.1
1975	216.6	62.5	279.1	271.9	60.4	332.3	-53.2	396.9
1976	231.7	66.4	298.1	302.2	69.6	371.8	-73.7	480.3
1977	278.7	76.8	355.6	328.5	80.7	409.2	-53.6	551.8
1978	314.2	85.4	399.6	369.1	89.7	458.7	-59.2	610.9
1979	365.3	98.0	463.3	403.5	100.0	503.5	-40.2	644.6
1980	403.9	113.2	517.1	476.6	114.3	590.9	-73.8	715.1
1981	469.1	130.2	599.3	543.0	135.2	678.2	-78.9	794.4
1982	474.3	143.5	617.8	594.3	151.4	745.7	-127.9	929.4
1983	453.2	147.3	600.6	661.2	147.1	808.3	-207.8	1,141.8
1984	500.4	166.1	666.5	686.0	165.8	851.8	-185.3	1,312.6
1985	547.9	186.2	734.1	769.5	176.8	946.3	-212.3	1,509.9
1986	568.9	200.2	769.1	806.3	183.5	989.8	-220.7	1,745.6

SOURCE: Congressional Budget Office.

TABLE F-2. REVENUES, OUTLAYS, DEFICITS, AND DEBT  
HELD BY THE PUBLIC, FISCAL YEARS 1962-1986  
(As a percent of GNP)

Fiscal Year	Revenues			Outlays			Deficit (-) or Surplus	Debt Held by the Public
	On- Budget	Off- Budget	Total	On- Budget	Off- Budget	Total		
1962	15.7	2.2	17.9	16.8	2.4	19.2	-1.3	44.6
1963	15.7	2.4	18.1	16.4	2.5	18.9	-0.8	43.2
1964	15.3	2.6	17.9	16.3	2.5	18.8	-0.9	40.9
1965	14.9	2.5	17.3	15.1	2.5	17.6	-0.2	38.8
1966	15.1	2.6	17.7	15.5	2.7	18.2	-0.5	35.7
1967	15.7	3.1	18.8	17.3	2.6	19.8	-1.1	33.7
1968	15.0	2.9	17.9	18.3	2.6	20.9	-3.0	34.1
1969	17.0	3.1	20.1	17.0	2.7	19.8	0.3	30.1
1970	16.1	3.4	19.5	17.0	2.8	19.8	-0.3	28.8
1971	14.3	3.4	17.7	16.8	3.1	19.9	-2.2	28.8
1972	14.5	3.5	18.0	16.8	3.2	20.0	-2.0	28.1
1973	14.4	3.6	18.0	15.6	3.5	19.1	-1.2	26.7
1974	14.8	3.8	18.6	15.3	3.7	19.0	-0.4	24.4
1975	14.2	4.1	18.3	17.8	4.0	21.8	-3.5	26.1
1976	13.6	3.9	17.5	17.8	4.1	21.9	-4.3	28.3
1977	14.4	4.0	18.4	17.0	4.2	21.1	-2.8	28.5
1978	14.5	3.9	18.4	17.0	4.1	21.1	-2.7	28.1
1979	14.9	4.0	18.9	16.5	4.1	20.5	-1.6	26.3
1980	15.1	4.2	19.4	17.9	4.3	22.2	-2.8	26.8
1981	15.7	4.4	20.1	18.2	4.5	22.7	-2.6	26.6
1982	15.1	4.6	19.7	18.9	4.8	23.7	-4.1	29.6
1983	13.6	4.4	18.1	19.9	4.4	24.3	-6.3	34.4
1984	13.5	4.5	18.0	18.6	4.5	23.1	-5.0	35.5
1985	13.9	4.7	18.6	19.5	4.5	24.0	-5.4	38.4
1986	13.7	4.8	18.5	19.4	4.4	23.8	-5.3	41.9

SOURCE: Congressional Budget Office.

TABLE F-3. REVENUES BY MAJOR SOURCE, FISCAL YEARS 1962-1986  
(In billions of dollars)

Fiscal Year	Individual Income Taxes	Corporate Income Taxes	Social Insurance Taxes and Contributions	Excise Taxes	Estate and Gift Taxes	Customs Duties	Miscellaneous Receipts	Total Revenues
1962	45.6	20.5	17.0	12.5	2.0	1.1	0.8	99.7
1963	47.6	21.6	19.8	13.2	2.2	1.2	1.0	106.6
1964	48.7	23.5	22.0	13.7	2.4	1.3	1.1	112.6
1965	48.8	25.5	22.2	14.6	2.7	1.4	1.6	116.8
1966	55.4	30.1	25.5	13.1	3.1	1.8	1.9	130.8
1967	61.5	34.0	32.6	13.7	3.0	1.9	2.1	148.8
1968	68.7	28.7	33.9	14.1	3.1	2.0	2.5	153.0
1969	87.2	36.7	39.0	15.2	3.5	2.3	2.9	186.9
1970	90.4	32.8	44.4	15.7	3.6	2.4	3.4	192.8
1971	86.2	26.8	47.3	16.6	3.7	2.6	3.9	187.1
1972	94.7	32.2	52.6	15.5	5.4	3.3	3.6	207.3
1973	103.2	36.2	63.1	16.3	4.9	3.2	3.9	230.8
1974	119.0	38.6	75.1	16.8	5.0	3.3	5.4	263.2
1975	122.4	40.6	84.5	16.6	4.6	3.7	6.7	279.1
1976	131.6	41.4	90.8	17.0	5.2	4.1	8.0	298.1
1977	157.6	54.9	106.5	17.5	7.3	5.2	6.5	355.6
1978	181.0	60.0	121.0	18.4	5.3	6.6	7.4	399.6
1979	217.8	65.7	138.9	18.7	5.4	7.4	9.3	463.3
1980	244.1	64.6	157.8	24.3	6.4	7.2	12.7	517.1
1981	285.9	61.1	182.7	40.8	6.8	8.1	13.8	599.3
1982	297.7	49.2	201.5	36.3	8.0	8.9	16.2	617.8
1983	288.9	37.0	209.0	35.3	6.1	8.7	15.6	600.6
1984	298.4	56.9	239.4	37.4	6.0	11.4	17.0	666.5
1985	334.5	61.3	265.2	36.0	6.4	12.1	18.5	734.1
1986	349.0	63.1	283.9	32.9	7.0	13.3	19.9	769.1

SOURCE: Congressional Budget Office.

TABLE F-4. REVENUES BY MAJOR SOURCE,  
FISCAL YEARS 1962-1986  
(As a percent of GNP)

Fiscal Year	Individual Income Taxes	Corporate Income Taxes	Social Insurance Taxes and Contributions	Excise Taxes	Estate and Gift Taxes	Customs Duties	Miscellaneous Receipts	Total Revenues
1962	8.2	3.7	3.1	2.3	0.4	0.2	0.2	17.9
1963	8.1	3.7	3.4	2.2	0.4	0.2	0.2	18.1
1964	7.7	3.7	3.5	2.2	0.4	0.2	0.2	17.9
1965	7.2	3.8	3.3	2.2	0.4	0.2	0.2	17.3
1966	7.5	4.1	3.4	1.8	0.4	0.2	0.3	17.7
1967	7.8	4.3	4.1	1.7	0.4	0.2	0.3	18.8
1968	8.1	3.4	4.0	1.7	0.4	0.2	0.3	17.9
1969	9.4	3.9	4.2	1.6	0.4	0.2	0.3	20.1
1970	9.1	3.3	4.5	1.6	0.4	0.2	0.3	19.5
1971	8.2	2.5	4.5	1.6	0.4	0.2	0.4	17.7
1972	8.2	2.8	4.6	1.3	0.5	0.3	0.3	18.0
1973	8.0	2.8	4.9	1.3	0.4	0.2	0.3	18.0
1974	8.4	2.7	5.3	1.2	0.4	0.2	0.4	18.6
1975	8.0	2.7	5.5	1.1	0.3	0.2	0.4	18.3
1976	7.7	2.4	5.3	1.0	0.3	0.2	0.5	17.5
1977	8.1	2.8	5.5	0.9	0.4	0.3	0.3	18.4
1978	8.3	2.8	5.6	0.8	0.2	0.3	0.3	18.4
1979	8.9	2.7	5.7	0.8	0.2	0.3	0.4	18.9
1980	9.1	2.4	5.9	0.9	0.2	0.3	0.5	19.4
1981	9.6	2.0	6.1	1.4	0.2	0.3	0.5	20.1
1982	9.5	1.6	6.4	1.2	0.3	0.3	0.5	19.7
1983	8.7	1.1	6.3	1.1	0.2	0.3	0.5	18.1
1984	8.1	1.5	6.5	1.0	0.2	0.3	0.5	18.0
1985	8.5	1.6	6.7	0.9	0.2	0.3	0.5	18.6
1986	8.4	1.5	6.8	0.8	0.2	0.3	0.5	18.5

SOURCE: Congressional Budget Office.

TABLE F-5. OUTLAYS FOR MAJOR SPENDING CATEGORIES,  
FISCAL YEARS 1962-1986  
(In billions of dollars)

Fiscal Year	National Defense	Entitlements and Other Mandatory Spending	Nondefense Discretionary Spending	Net Interest	Offsetting Receipts	Total Outlays
1962	52.3	31.3	23.3	6.9	-7.0	106.8
1963	53.4	33.7	24.6	7.7	-8.1	111.3
1964	54.8	35.0	28.4	8.2	-7.8	118.5
1965	50.6	35.3	31.8	8.6	-8.0	118.2
1966	58.1	38.0	37.6	9.4	-8.5	134.5
1967	71.4	46.0	40.1	10.3	-10.3	157.5
1968	81.9	52.7	43.2	11.1	-10.8	178.1
1969	82.5	59.2	40.3	12.7	-11.1	183.6
1970	81.7	67.1	44.2	14.4	-11.6	195.6
1971	78.9	81.7	49.0	14.8	-14.2	210.2
1972	79.2	95.4	54.9	15.5	-14.2	230.7
1973	76.7	111.5	58.3	17.3	-18.1	245.7
1974	79.3	125.2	64.7	21.4	-21.3	269.4
1975	86.5	157.2	83.9	23.2	-18.5	332.3
1976	89.6	183.8	91.4	26.7	-19.8	371.8
1977	97.2	199.2	104.5	29.9	-21.6	409.2
1978	104.5	219.5	122.3	35.4	-23.0	458.7
1979	116.3	237.9	132.7	42.6	-26.1	503.5
1980	134.0	280.6	154.2	52.5	-30.4	590.9
1981	157.5	323.5	167.7	68.7	-39.3	678.2
1982	185.3	359.8	152.7	85.0	-37.2	745.7
1983	209.9	401.2	153.6	89.8	-46.1	808.3
1984	227.4	397.0	161.7	111.1	-45.3	851.8
1985	252.7	440.2	172.0	129.4	-48.0	946.3
1986	273.4	457.3	170.3	136.0	-47.1	989.8

SOURCE: Congressional Budget Office.

TABLE F-6. OUTLAYS FOR MAJOR SPENDING CATEGORIES,  
FISCAL YEARS 1962-1986  
(As a percent of GNP)

Fiscal Year	National Defense	Entitlements and Other Mandatory Spending	Nondefense Discretionary Spending	Net Interest	Offsetting Receipts	Total Outlays
1962	9.4	5.6	4.2	1.2	-1.3	19.2
1963	9.1	5.7	4.2	1.3	-1.4	18.9
1964	8.7	5.6	4.5	1.3	-1.2	18.8
1965	7.5	5.2	4.7	1.3	-1.2	17.6
1966	7.8	5.1	5.1	1.3	-1.2	18.2
1967	9.0	5.8	5.1	1.3	-1.3	19.8
1968	9.6	6.2	5.1	1.3	-1.3	20.9
1969	8.9	6.4	4.3	1.4	-1.2	19.8
1970	8.2	6.8	4.5	1.5	-1.2	19.8
1971	7.5	7.7	4.6	1.4	-1.3	19.9
1972	6.9	8.3	4.8	1.3	-1.2	20.0
1973	6.0	8.7	4.5	1.3	-1.4	19.1
1974	5.6	8.8	4.6	1.5	-1.5	19.0
1975	5.7	10.3	5.5	1.5	-1.2	21.8
1976	5.3	10.8	5.4	1.6	-1.2	21.9
1977	5.0	10.3	5.4	1.5	-1.1	21.1
1978	4.8	10.1	5.6	1.6	-1.1	21.1
1979	4.7	9.7	5.4	1.7	-1.1	20.5
1980	5.0	10.5	5.8	2.0	-1.1	22.2
1981	5.3	10.8	5.6	2.3	-1.3	22.7
1982	5.9	11.5	4.9	2.7	-1.2	23.7
1983	6.3	12.1	4.6	2.7	-1.4	24.3
1984	6.2	10.7	4.4	3.0	-1.2	23.1
1985	6.4	11.2	4.4	3.3	-1.2	24.0
1986	6.6	11.0	4.1	3.3	-1.1	23.8

SOURCE: Congressional Budget Office.



TABLE F-7. OUTLAYS FOR ENTITLEMENTS AND OTHER  
MANDATORY SPENDING, FISCAL YEARS 1962-1986  
(In billions of dollars)

Fiscal Year	Medi- caid	Other Means- Tested Pro- grams	Social Security	Medi- care	Other Retire- ment and Disability	Unemploy- ment Compen- sation	Other Non- Means- Tested Programs	Total Entitle- ments and Other Mandatory Spending
1962	0.1	4.2	14.1	---	2.6	3.8	6.4	31.3
1963	0.2	4.6	15.5	---	2.9	3.8	6.7	33.7
1964	0.2	4.8	16.3	---	3.3	3.6	6.8	35.0
1965	0.3	5.0	17.1	---	3.5	3.0	6.4	35.3
1966	0.8	5.0	20.2	0.0	4.1	2.4	5.5	38.0
1967	1.2	5.0	21.3	3.2	4.8	2.5	7.9	46.0
1968	1.8	5.7	23.0	5.1	5.7	2.4	9.1	52.7
1969	2.3	6.4	26.5	6.3	5.2	2.6	10.0	59.2
1970	2.7	7.4	29.4	6.8	6.6	3.4	10.8	67.1
1971	3.4	10.0	34.8	7.5	8.2	6.2	11.6	81.7
1972	4.6	11.7	39.0	8.4	9.5	7.1	15.0	95.4
1973	4.6	11.5	47.9	9.0	11.5	5.4	21.7	111.5
1974	5.8	13.9	54.5	10.8	13.6	6.1	20.5	125.2
1975	6.8	18.9	63.1	14.1	16.4	13.5	24.4	157.2
1976	8.6	22.2	72.2	17.0	18.6	19.5	25.8	183.8
1977	9.9	24.0	83.2	20.7	21.2	15.3	25.0	199.2
1978	10.7	25.3	91.8	25.0	23.2	11.8	31.7	219.5
1979	12.4	27.1	101.9	28.9	27.3	10.7	29.5	237.9
1980	14.0	32.6	117.1	33.9	31.5	18.0	33.4	280.6
1981	16.8	37.8	138.0	41.3	36.6	19.7	33.4	323.5
1982	17.4	38.1	154.1	49.2	39.8	23.7	37.6	359.8
1983	19.0	40.6	168.6	55.5	42.0	31.5	44.0	401.2
1984	20.1	41.6	176.1	61.0	43.3	18.4	36.5	397.0
1985	22.7	43.7	186.5	69.8	44.0	17.5	56.0	440.2
1986	25.0	45.3	196.7	74.2	46.6	17.8	51.7	457.3

SOURCE: Congressional Budget Office.

TABLE F-8. OUTLAYS FOR ENTITLEMENTS AND OTHER  
MANDATORY SPENDING, FISCAL YEARS 1962-1986  
(As a percent of GNP)

Fiscal Year	Medi- caid	Other Means- Tested Pro- grams	Social Security	Medi- care	Other Retire- ment and Disability	Unemploy- ment Compen- sation	Other Non- Means- Tested Programs	Total Entitle- ments and Other Mandatory Spending
1962	0.0	0.8	2.5	---	0.5	0.7	1.1	5.6
1963	0.0	0.8	2.6	---	0.5	0.6	1.1	5.7
1964	0.0	0.8	2.6	---	0.5	0.6	1.1	5.6
1965	0.0	0.7	2.5	---	0.5	0.4	1.0	5.2
1966	0.1	0.7	2.7	0.0	0.6	0.3	0.7	5.1
1967	0.1	0.6	2.7	0.4	0.6	0.3	1.0	5.8
1968	0.2	0.7	2.7	0.6	0.7	0.3	1.1	6.2
1969	0.2	0.7	2.9	0.7	0.6	0.3	1.1	6.4
1970	0.3	0.7	3.0	0.7	0.7	0.3	1.1	6.8
1971	0.3	0.9	3.3	0.7	0.8	0.6	1.1	7.7
1972	0.4	1.0	3.4	0.7	0.8	0.6	1.3	8.3
1973	0.4	0.9	3.7	0.7	0.9	0.4	1.7	8.7
1974	0.4	1.0	3.8	0.8	1.0	0.4	1.4	8.8
1975	0.4	1.2	4.1	0.9	1.1	0.9	1.6	10.3
1976	0.5	1.3	4.2	1.0	1.1	1.1	1.5	10.8
1977	0.5	1.2	4.3	1.1	1.1	0.8	1.3	10.3
1978	0.5	1.2	4.2	1.1	1.1	0.5	1.5	10.1
1979	0.5	1.1	4.2	1.2	1.1	0.4	1.2	9.7
1980	0.5	1.2	4.4	1.3	1.2	0.7	1.3	10.5
1981	0.6	1.3	4.6	1.4	1.2	0.7	1.1	10.8
1982	0.6	1.2	4.9	1.6	1.3	0.8	1.2	11.5
1983	0.6	1.2	5.1	1.7	1.3	0.9	1.3	12.1
1984	0.5	1.1	4.8	1.6	1.2	0.5	1.0	10.7
1985	0.6	1.1	4.7	1.8	1.1	0.4	1.4	11.2
1986	0.6	1.1	4.7	1.8	1.1	0.4	1.2	11.0

SOURCE: Congressional Budget Office.



